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ABSTRACT

The report of adult education in British Columbia is a preliminary survey of a sample of educational programs for adults in the Province. The report discusses three varieties of adult self-education (casual contacts, structured events, and self-directed learning) and concludes that the hidden costs and deficiencies of such learning are enormous and frequently discourage many adults from desiring to learn. Based on a concluded necessity and expediency of providing organized and directed educational programs for adults, the report surveys various institutions' involvement in adult education: Department of Education; other Provincial government departments; Federal government; business, industry, and labor; community recreational centers; religious groups; voluntary agencies; proprietary schools; cultural institutions; and professional associations. The report also summarizes the results of recent research into the nature of individual participation on adult education with respect to: personal characteristics; socio-economic characteristics; residence factors; attitudes; attendance and dropout; and learning needs. The report agrees with earlier recommendations for the creation of a Director of Adult Education and a Council of Adult Education in the Provincial Department of Education, and favorably reports on studies made in Ontario, Saskatchewan, and Alberta suggesting the extension of educational opportunities to the total population. (JR)

ED106626

Adult Education in British Columbia

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ADULT EDUCATION IN BRITISH COLUMBIA

VANCOUVER

ADULT EDUCATION RESEARCH CENTRE

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PREFACE

The scope and magnitude of adult education can scarcely be measured with precision because it so thoroughly permeates the structure of a community. Some institutions providing education for adults have greater visibility, consequently, data are available about the participation of adults in the activities they provide. Some can provide similar data to a lesser extent, while many do not recognize their own involvement in adult education and have no data. Then too, there are many programs and activities of adult education so dispersed in the fabric of the community that they are too elusive to enumerate.

This report of adult education in British Columbia is a preliminary survey that has sampled only the more conspicuous activities available to adults in the Province and is in no way a definitive study of participation in all educational programs for adults. Nevertheless, it does indicate that adult learning and adult education are far more pervasive than has been suggested previously. This segment of the total educational enterprise has been too long neglected and ignored by those concerned with education in the Province.

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I

ADULT LEARNING

The traditional view of education as terminating after a specified number of years of schooling is being replaced gradually by a concept of education as a process that continues throughout life. Terms such as *continuous learning*, *continuing education*, and *education permanente* are in common usage and reflect the fact that learning not only can but must continue throughout life. The notion that education can be completed is no longer tenable in a world that is changing rapidly.

The need for education by the young is widely recognized in most societies and it is provided by public and private school systems that attempt to prepare youth for tasks which they may face in the future. The need for education continuously throughout life has not received corresponding recognition and support. Although adults are in the majority in the population, they are not generally expected to maintain regular contact with sources designed to further their education systematically.

In the course of everyday life adults encounter numerous problems that give rise to a need for learning. These may be relatively simple, such as discovering where to buy a particular

product or determining which television program to view; they may be mildly complex problems like improving the quality of vegetables raised in the home garden or buying a house; or they may be highly complex tasks such as preparing for a new job. The number of problems encountered is practically unlimited, but each necessitates learning even if there is no conscious recognition that learning is required. Thus, learning is an integral part of adult life.

Adults frequently engage in learning without seeking help from others. Much of such learning is not recognized as such although some evidence of the pervasiveness of self-directed learning is beginning to emerge, but many adults lack the ability to direct their own learning and must either turn elsewhere for help or do without the learning they need. Many institutions and organizations in a community do provide assistance but the extent and nature of the help available is largely unknown. For purposes of this report, *adult self-education* may occur on any occasion that an adult seeks to acquire new information or to expand his range of capabilities as an individual without seeking assistance from others. *Adult education* occurs when an agency in society provides an opportunity and someone to assist an adult to learn systematically.

II

ADULT SELF-EDUCATION

Adults are faced constantly with the need to learn and many can satisfy this need by their own educational activities that are not related to the educational system. This usually occurs through casual contacts, through participation in structured events, or by self-directed systematic education projects.

CASUAL CONTACTS

Nearly every experience in everyday life is a potential learning situation and becomes a learning event when an adult consciously seeks to learn from that experience. Thus, in work or at leisure an adult can learn something new. Casual conversations, watching television, reading, or observing the world are potential opportunities to learn, but few adults can capitalize on the many opportunities to which they are exposed in the normal course of life.

According to a recent survey of the use of leisure time by Canadians aged fourteen and over, nearly every Canadian adult spent some time each week watching television while 73.4 percent listened to the radio and 70.4 percent did some reading. These

as well as the other activities may result in learning but the exact learning component is difficult to estimate (TABLE I).

In a given week, residents in the Greater Vancouver area may select from more than 1,580 programs offered on ten television channels, of which seven originate in the United States. Only 7 percent of the programs are designed specifically to provide an opportunity for learning such as Sunrise Semester, University of the Air, and some public affairs broadcasts. Canadian stations provide about one-fourth of the educational programs available, while American stations supply three-fourths, and most of these are broadcast between 6.00 and 7.00 a.m. which is not convenient for potential viewers although it is prime-time for radio listening.

In addition to such programs that have an obvious instructional intent and design, others may provide information. Among such broadcasts would be included news and public affairs, documentaries, interviews, or exercise and cooking shows. For the most part, the educational values associated with such programs are secondary to the entertainment aspects although some learning undoubtedly occurs.

The development of cable television has had and will probably continue to have an influence on adult viewing patterns. British Columbia has the highest percentage of homes linked with a cable

TABLE I

ESTIMATED PERCENTAGE OF THE CANADIAN POPULATION SPENDING SOME TIME EACH WEEK IN SELECTED LEISURE-TIME ACTIVITIES

Activity	% of Population
Watching television	94.7
Listening to radio	73.4
Reading	70.4
Listening to records, cassettes, etc.	50.8
Arts, crafts, and music	25.4
Sports	24.0
Physical activity	21.1
Other hobbies	12.3

Source: Extracted from Statistics Canada, *1972 Survey of Selected Leisure Time Activities.*

system in Canada, so that 50 to 60 percent of all viewing in Vancouver and 70 percent in Victoria is done via cablevision.

The greater number of channels made available by cable has not led adults to spend more total time viewing television, rather, the viewing time has been distributed more evenly among all stations. As a result, the amount of time spent in viewing Canadian stations has declined. Currently there are 103 cable systems in the province and ten originate their own broadcasts. Fourteen cable systems include educational television broadcasts from stations in the United States. Recent surveys indicate that only 5 percent of the viewing is accounted for by programs originated by one local cable station in Vancouver.

Virtually no educational radio is being produced by private broadcasters although some CBC radio programs are often educational in nature as are some broadcasts of FM radio stations. Recent developments suggest that the CBC is moving away from specialized programs for interest groups to the provision of light entertainment similar to that offered by private stations. Hot-line radio programs may possess some educational possibilities which have not yet been realized and Cross-Country Checkup on the CBC appears to have some educational intent. A new radio station in Vancouver provides a considerable number of

informational programs directed toward particular ethnic groups.

Although newspapers make no attempt to provide educational materials specifically, they are a useful source of information The province has 16 daily newspapers with a total circulation exceeding 503,000. There are also 94 weekly newspapers and 7 newspapers in languages other than English.

STRUCTURED EVENTS

An adult may engage in learning by entering a setting that has been structured so that the probability of learning is enhanced. Thus, by visiting a museum, exhibition or art gallery, an adult has engaged in an activity that has been structured specifically to assist his learning.

The major emphasis in casual learning is on things done in the home, but structured settings tend to occur in the community. The leisure-time survey noted earlier showed that a considerable number of Canadians attended free and paid events such as performances in the arts and visits to museums, art galleries, and historic locations (TABLE II).

Little research has been done to show how much learning actually occurs during such leisure-time activities and events, although it seems certain that exposure to such settings does

TABLE II

ESTIMATED PERCENTAGE OF THE CANADIAN POPULATION ATTENDING SELECTED TYPES OF PAID AND FREE EVENTS

Event	% of Population Attending Paid Events	Free Events
Live theater	11.3	2.0
Opera or operetta	1.7	0.3
Ballet	1.1	0.2
Classical music performance	6.5	2.6
Other musical performance	13.3	4.1
Other live performance	11.9	4.1
Visit to museum	4.8	2.8
Visit to public art gallery	3.4	3.7
Visit to historic site or building	5.8	5.2
Exhibition, fair, or carnival	12.5	5.5
Movie	33.1	4.6
Sports event	23.4	12.8

Source: Extracted from Statistics Canada, *1972 Survey of Selected Leisure Time Activities.*

produce some learning benefits in addition to providing entertainment.

SELF-DIRECTED LEARNING

Self-directed learning projects are undertaken by adults on their own initiative in an effort at self-education. This does not involve direct contact either with an educational institution or an instructional agent that directs the learning event. Thus, an adult may learn to make wine at home or a cabinet minister may study a brief submitted for action.

There is some evidence about the extent and nature of adult self-directed learning projects. A survey of 103 union members in North Vancouver found that they were involved in an average of 639 hours of self-directed learning projects as well as 148 hours of less systematic information-seeking activities during the year. Their projects covered a wide range of learning interests, among which were included public affairs, small engine repair, photography, child rearing, public speaking, vocabulary building, safety, human relations, technical subjects, landscaping, construction, religious studies, court procedures, business management, and numerous others.

Adult self-education is obviously very extensive and

pervades the lives of most people. On the surface, it would seem to be an inexpensive method of learning and relatively little public expenditure is involved. In reality, however, the hidden costs and inefficiencies are enormous, and the inability to acquire the desired learning through self-education may deflate and eventually extinguish the desire to learn for many adults.

III

ADULT EDUCATION

Although the potentialities for learning may be high in self-education the actual achievement of learning is a matter of chance because too few adults are capable of applying themselves systematically to the learning tasks at hand in order to obtain the maximum results. Because of this, neither an individual nor society can entirely rely on such opportunities to ensure that the required learning is actually achieved. Consequently, it is necessary and expedient to provide organized and directed educational programs for adults.

Adult education comes into existence when an agency in society provides activities specifically designed to help adults learn. Such activities are purposely structured learning situations with an instructional agent in attendance to insure that the learning event is directed toward some pre-determined objective. Adult education may involve the adult learner either on a part-time or full-time basis.

Part-time adult education involves an adult in a structured and supervised learning activity that is subsidiary and in addition to his normal full-time responsibility as a member of society. This may involve a few hours at a time over an

extended period or many hours at once for a short period. Among such activities would be attendance at adult night school classes, one day workshops or institutes, refresher courses by professional associations, short training programs in industry, or courses provided by voluntary associations.

Full-time adult education consists of structured learning situations in which an adult participates on a full-time basis for a considerable period of time. In this case, participation in a planned educational activity is a temporary substitute for the normal full-time responsibilities of the adult. A mature student returning to university or an adult involved in Manpower training programs would be in this category.

The clientele of adult education are difficult to define precisely because different organizations maintain their records in different ways. For purposes of this report, an adult is normally one who has completed his formal schooling or interrupted it at some stage in the usual progression through the educational system. In most cases, therefore, adults will be over eighteen years of age and will have assumed responsibility for themselves. Adults may engage in several different types of learning activities concurrently so that some duplication in the counting of participants is unavoidable.

A study conducted in Canada using the Labour Force Survey

sample estimated that 426,340 adults or 3.6 percent of the population aged fourteen and over, had taken at least one course during a ten month period in 1959 and 1960. An estimated 58,180 adults in British Columbia took one or more courses for a 5.3 percent rate of participation. This was the highest rate of participation in Canada and Ontario followed with 3.9 percent.

Information pertaining to participation in adult and continuing education was included in the 1972 Leisure Time Survey. Although the time period covered was only two and one-half months, 4.6 percent of the respondents reported some participation in continuing education and 3.4 percent participated in adult education. Since the population of British Columbia included nearly 1.4 million persons aged twenty or over in 1971, there probably were at least 110,000 who participated in adult and continuing education, which appears to represent an increase since 1960. Subsequent sections of this report will show that the estimates of participation derived from surveys tend to underestimate the educational involvement of adults as recorded by the organizations providing services and programs.

INSTITUTIONAL INVOLVEMENT IN ADULT EDUCATION

A wide range of institutions and agencies provide educa-

tional opportunities for adults in British Columbia although not all of them recognize that they are involved in the field of adult education. In seeking to identify such organizations and obtain pertinent information from them, therefore, numerous problems are encountered. Some of the major types of organizations providing adult education for residents of the province are identified in the following pages, but the list is by no means exhaustive. The types of programs offered are described briefly and the number of participants noted for the most recent year for which data were readily obtainable. The financial and human resources devoted to adult education activities are summarized wherever possible although in most cases only estimates could be made. In some instances, information was only available for programs in the Vancouver area as it was not possible to compile data from all regions of the province.

Department of Education

The British Columbia Department of Education provides adult education through its Post-Secondary Division. For the most part this is an extension to the adult population of pre-adult educational programs although there are many more kinds of programs made available to adults than to children. Part-time adult education programs offered through the Department are

probably the most visible and widely recognized forms of adult education in the province.

Four major types of public educational institutions provide adult education; public schools, vocational schools, regional colleges and universities. Together these institutions account for more than 245,000 adult registrants which represents 17.6 percent of the population aged twenty and over. The total annual expenditure on adult education provided by these institutions probably exceeds $6.5 million.

Public Schools

The period from 1959-60 to 1970-71 saw enrollments in public school adult education more than quadruple with a growth from 40,867 to 180,282, but the 1971-72 year showed a 13 percent decline to 156,621 which can be attributed to the emergence of continuing education in the regional colleges. In 1970-71, adult education was offered by 73 school districts whereas 61 districts reported programs in 1971-72 for a decline of 16 percent. Although the total number of school districts offering adult education programs decreased, the average enrollment per school district increased by 4 percent from 2,470 to 2,568. The Director of the Division of Technical and Vocational Services noted in his annual report that participation in the school district adult education programs was two to three times higher in British Columbia than in any

other province.

The adult education courses offered to residents of British Columbia are divided into vocational and nonvocational categories with academic credit courses included in the latter group. Vocational courses enrolled 35,269 persons in 1971-72 for 23 percent of the total enrollment, while nonvocational courses included 121,352 participants for 77 percent of the total. Some 11,065 adults, or 9 percent of the non-vocational enrollment, took courses for academic credit. An additional 9,656 adults enrolled in courses offered by the correspondence branch and this represents more than half of the total number of correspondence students.

Public school adult education programs employed a total of 133 administrators with 33 full-time directors, 14 full-time assistants and 86 part-time administrators. A total of 7,445 instructors were employed in 1971-72 at an average of 122 instructors per district offering programs. A Coordinator of Adult Education was appointed by the province in 1962 and his responsibilities include consultation with school districts on adult education matters, administration of the financial assistance provided by the Department to school districts, and coordination of Basic Training for Skill Development programs throughout the province.

The cost of providing adult education in school districts

is difficult to estimate. The experience of one district in a recent year indicated that the total cost including overhead averaged $440 per course. If this estimate is applied to the province as a whole, the total cost of public school adult education would probably exceed $3.5 million. Some 60 to 70 percent of that cost is borne by participants through enrollment fees, 20 to 30 percent is provided by the province through grants-in-aid, and the remainder is supplied by the school district.

Colleges and Vocational Schools

The college and vocational school system in British Columbia is in a transitional period so that there is insufficient data available to indicate trends. Moreover, adult education is operated under a variety of administrative patterns so that reporting may not be consistent across all institutions. The annual report of the Department of Education for 1971-72 gave information on enrollments at nine colleges, twelve vocational schools, and the British Columbia Institute of Technology. Enrollment figures for continuing education programs in the colleges, however, were not included.

The nine colleges plus B.C.I.T. reported a total enrollment of 20,010 of which 8,955 persons (45 percent) were part-time students who were presumably adults. The number of part-time exceeded the full-time students at three institutions including

B.C.I.T., New Caledonia, and Malaspina. In addition to 3,394 part-time students, the Extension Division at B.C.I.T. reported an enrollment of 6,344 night school students in 32 program areas.

Night school enrollments in the twelve vocational schools and vocational divisions of colleges totalled 14,948 students in 1971-72 for an increase of 9 percent over the previous year. Excluding the Cariboo College figures which were not reported previously, the total enrollment in eleven vocational night school programs actually declined by 2 percent. More than half of the vocational night school participants were in programs offered by the Vancouver Vocational Institute and the Burnaby Vocational School.

No data were available respecting the cost of adult education programs in colleges and vocational night schools. Assuming that such programs are more expensive than those of the public schools but less costly than those of the universities, then a rough estimate of the total cost would be approximately one million dollars.

Universities

The four universities in British Columbia enrolled almost 50,000 adults in credit and non-credit courses in the most recent years for which data were available. Most of that enrollment (87.5%) was in courses offered by the University of British

Columbia. The part-time enrollment at Simon Fraser University accounted for 9.0 percent of the provincial total followed by 3.1 percent at the University of Victoria and 0.4 percent at Notre Dame University (TABLE III). Most adult students were enrolled in non-credit programs although one-fourth registered in credit courses.

The programs offered by the universities covered a broad range of subject areas and methods of study. At the University of British Columbia the summer session enrolled 3,737 adults plus 2,632 in the winter session in credit courses and 574 in credit courses by correspondence. In non-credit programs the largest subject category was continuing education for teachers with 9,985 course enrollments followed by 9,192 registrants in Commerce and Business Administration programs and 6,425 in Health Sciences. Simon Fraser University reported 1,681 adult students in undergraduate credit courses, 430 in graduate credit courses, 776 participants in the Reading and Study Center, and 895 in recreation non-credit programs. The 256 credit enrollments reported by the University of Victoria were in courses held off-campus as well as on-campus while the non-credit participants included 661 in professional development programs, 500 in general interest courses, and 138 in certificate and diploma programs. In addition to 65 part-time students in credit courses, the enrollment at Notre Dame

TABLE III

ENROLLMENT IN PROGRAMS OFFERED BY UNIVERSITY EXTENSION DEPARTMENTS

University	Year	Credit No.	Credit %	Non-credit No.	Non-credit %	Total No.	Total %
British Columbia	71-72	7,062	74.4	36,650	90.5	43,712	87.5
Simon Fraser	1972	2,111	22.2	2,386	5.9	4,497	9.0
Victoria	71-72	256	2.7	1,299	3.2	1,555	3.1
Notre Dame	72-73	65	0.7	143	0.4	208	0.4
Total		9,494	100.0	40,478	100.0	49,972	100.0

University included 102 students in summer school and 41 in an institute for Christian Religious Education. For the four universities combined, only 18.9 percent of the part-time students were enrolled in credit courses which may be attributable to regulations that restrict enrollment by part-time students.

More than 30 full-time administrators and program specialists are employed by universities to guide their adult education activities. Based on data obtained from two institutions, adult education programs offered by the four universities probably involved a total annual cost of more than two million dollars with the bulk of this paid by fees.

Other Provincial Government Departments

Most departments of the provincial government are involved to some extent in providing education for adults. Some of their activities are conducted within the department as in-service training for government employees while others are aimed at the general public. A complete description of adult education within the provincial government is beyond the scope of this report, but some representative activities of ten departments are noted as indicative of governmental involvement. The information was extracted from public accounts and annual reports of the departments for the year 1970-71.

Agriculture

Employees of the department received in-service training in a series of workshops and newsletters and research summaries were circulated. Publications and mimeographed materials were widely distributed to the public and educational events such as exhibitions, fairs, field demonstrations, short courses, and workshops were held throughout the province.

Attorney General

Training programs were conducted for probation officers, prison officers, and other staff members. Education for inmates of the thirteen provincial penal institutions involved a total of 62 instructors and expenditures of more than $88,000 for training supplies and materials.

Health Services and Hospital Insurance

Adult education activities for department personnel included nursing education programs, in-service orientation, and continuing education programs to keep knowledge up to date. Activities for the general public were aimed at disseminating information through pamphlets, newspaper articles, displays, and speaking engagements.

Industrial Development, Trade and Commerce

As well as internal training for staff members, the department published and distributed directories and bulletins, participated in tourist promotions, organized tours of data processing facilities, trained keypunch operators, provided speakers, attended trade fairs, and provided consulting and training services.

Labour

The principal adult education activities of the department were centered in the Apprenticeship and Industrial Training Branch which allocated $1.2 million to apprenticeship training, $1.5 million to pre-apprenticeship training, and $52,000 to tradesmen upgrading. Some 1,811 men participated in 22 pre-apprenticeship programs and 7,552 apprentices were registered in 90 trades. A total of 113 schools were registered under the Trade-Schools Regulation Act covering proprietary schools offering correspondence and trade courses.

Lands, Forests and Water Resources

The Forest Service Training School enrolled 149 students with a total operating cost of $155,118. An additional $60,000 was spent by the department for public information and education.

Provincial Secretary

The chief educational service of the department is the Open-Shelf Library which provided books to 6,360 adults.

Recreation and Conservation

More than 500 instructors were prepared for the Hunter Training Program which was completed by some 1,500 persons in 81 courses held around the province. A variety of information and education services were provided to the public including brochures, news stories, advertising campaigns, talks, slide presentations, film showings, and nature walks. Some 255,000 people attended programs offered in the provincial parks while 848,266 visited the Provincial Museum where 500 guided tours were conducted.

Rehabilitation and Social Improvement

The department organized orientation, in-service training, and staff development programs for its employees as well as sending them to educational programs offered outside the department. It was also active in assisting unemployed and disadvantaged adults to obtain further education and training in order to enhance their future opportunities.

Travel Industry

Education for employees of the department included several types of in-service activities. The general public was reached

through advertising programs in magazines, newspapers, television and information centres located in the province and elsewhere.

Federal Government

Since education is constitutionally the exclusive preserve of the provinces with the exception of Indian education, it is difficult to identify and describe fully the role of the federal government in providing educational services for adults unless its participation is clearly labelled "training". Nevertheless, federal government departments provide information to the public and many departments are involved in providing education for adults in British Columbia. For example, the Department of National Defence conducts many in-service training programs for its personnel and the Bureau of Staff Training and Development of the Public Service Commission provides numerous educational opportunities for persons in the public service of Canada. Two departments of the federal government have a major involvement in providing adult education for the public: Manpower and Immigration and Indian Affairs and Northern Development.

Training programs sponsored by Manpower had a total enrollment of 31,861 adults in British Columbia in 1970-71. Approximately two-thirds of the participants were in full-time training programs with one-third receiving training part-time. The largest category of programs was skill training with 20,110 participants (63.1%) followed by 4,872 (15.3%) in apprenticeship training,

2,893 (9.0%) in basic educational upgrading, 2,584 (8.1%) in industry, and 1,402 (4.4%) in language training. The total expenditure on Manpower training programs in the province was more than $20 million with about half spent on allowances for the participants.

The Department of Indian Affairs and Northern Development provides adult education classes for status Indians in British Columbia. Classes are organized at the request of a band, held on reserves whenever suitable facilities are available, and administered under contractual agreements by school districts. In 1969-70, 2,907 status Indians participated in 198 adult education classes and the Department's expenditure was $110,000. The programs offered most frequently were homemaking, handicrafts, native languages, and basic education which together accounted for more than three-fourths of the classes.

Business, Industry and Labour

Business, industry, and labour organizations provide education and training programs primarily to increase the effectiveness of the organization. Two surveys of training in business and industry were conducted recently by Statistics Canada and included all companies with twenty or more employees of which 23 percent indicated that they conducted training programs. In British Columbia, 470 companies reported 2,260 courses offered to their employees at an average of 4.8 per company. Some 49,257 persons participated at an average of 21.8 participants per course. The largest group of courses was safety and orientation with 22,177 participants followed by skill

courses (7,677), managerial programs (5,500), and sales training (5,223) (TABLE IV).

Three forest product companies in British Columbia were contacted to determine their involvement in training activities. They had a combined staff of nine training officers who organized and presented 56 courses with 855 participants during 1972, excluding programs purchased from outside agencies or courses presented by other company divisions. Most of the courses provided were to develop managerial skills and some were concerned with sales and marketing.

Labour unions also provide education for their members, concentrating on programs designed to provide the labour movement with the skills necessary for it to function effectively. The majority of programs are offered on weekends and deal with such topics as shop steward training, parliamentary procedure, union administration, and collective bargaining. Based on the results of a recently completed survey of union education in Canada, some 5,000 to 10,000 union members in British Columbia participate each year in educational programs conducted by labour organizations. Providing those programs are a full-time education director for the Canadian Labour Congress and individuals or committees responsible for education in the majority

TABLE IV

NUMBER OF COURSES AND PARTICIPANTS IN

INDUSTRY TRAINING PROGRAMS

Types of Training	Courses No.	Courses %	Participants No.	Participants %
Occupational:	1,449	64.1	23,403	47.5
Skills	489		7,677	
Clerical	138		4,519	
Sales	153		5,[illegible]3	
Other non-managerial	203		1,[illegible]4	
Managerial	466		5,550	
Non-Occupational:	250	11.1	22,208	45.1
Language	9		30	
Safety and orientation	240		22,177	
Other	1		1	
Apprenticeship:	561	24.8	2,646	5.4
Registered	539		1,718	
Non-registered	22		928	
Total	2,260	100.0	49,257	100.0

Source: John North, *Training in Industry, 1969-70.* Ottawa: Statistics Canada, 1972.

of local labour councils and one-third of the local unions in the province. In addition, some of the larger national and international unions have education departments which provide educational services for their members in the province.

Community Recreational Centres

A number of community centres have been established in Vancouver primarily to provide the public with recreational facilities. Among their activities are programs for adults which are completely or partially instructional in that they are designed to develop leisure skills. Information respecting adult programs was obtained from nineteen community centres in Vancouver as well as the Y.M.C.A., Y.W.C.A. and the Jewish Community Centre.

The types of adult programs offered covered a wide range of sports activities, keep fit classes, languages, yoga, arts and crafts, dancing, dramatics, bridge, and music among other subjects. The community centres of Vancouver and the Jewish Community centre reported a total adult attendance of 699,624 which might represent the same persons attending on many different occasions. In addition, 12,000 adults participated in 240 courses offered by the Y.M.C.A. and Y.W.C.A.

The community centres of Vancouver obtain about three-fourths of their budget from the Parks Board which is supplemented by a

nominal membership fee plus activity fees for specific programs. The Jewish Community Centre charges a substantial membership fee and program charges range up to $13 for members with somewhat higher charges for non-members. Classes offered by the Y.M.C.A. and Y.W.C.A. have fees ranging from $15 to $25 per program.

Religious Groups

Several religious bodies were contaced including the Conference of the United Church of Canada, the Anglican Church, the Unitarian Centre, the Vancouver Archdiocese of the Catholic Church, fourteen Lutheran churches, and one Jewish synagogue. Those religious organizations reported a variety of adult education programs over and above those concerned with specific religious topics. Among the subject areas offered were courses on communications, pre-marital counselling, leadership, womens' problems, parent education, and arts and crafts. Most of the programs were offered as a series of weekly meetings although some workshops lasting up to two weeks were also conducted. A total of 163 programs were reported with a total of 8,408 participants at an average of 52 persons per event. Activity fees ranged from $2 to $120 with a total of approximately $115,000 collected from participants.

These programs were offered by single religious groups, but other activities are co-sponsored by two or more organizations and are normally established as separate entities with their own governing bodies. Included in this group are the Naramata Centre, Paradise Valley, Westvan Institute of Living and Learning, the Pastoral Institute of B.C., and the Vancouver School of Theology.

Naramata Centre and Paradise Valley comprise two of a limited number of centres in British Columbia which provide adult education in a residential setting. Their programs include such topics as sensitivity training, human relations, personal growth, arts and crafts, and religious education. Some 8,000 adults participated in 93 programs offered at those centres in the most recent year for which data were available. The remaining three agencies noted above offered 13 programs with 700 participants drawn from both clergy and lay groups.

Voluntary Agencies

Many voluntary agencies in British Columbia provide adult education programs as a partial means of achieving their goals. To determine the extent of their involvement in adult education, a 13 percent sample consisting of 35 of the 265 agencies listed in the Directory of Services prepared by the United Community Services of Vancouver was contacted by telephone. The sample was not randomly selected and the quality of records maintained by the agencies varied considerably, so it would be hazardous to generalize the data obtained to all such agencies in the province.

Many of the programs reported by the 35 agencies were internal courses designed to prepare volunteers for working with the organization. For example, one agency which provides personal counseling services conducted a program to train volunteers to answer the telephone, conduct personal interviews, and work with small groups. The majority of educational activities provided by the voluntary agencies were directed to the general public and covered a wide range of topics including parent effectiveness, communications theory, first aid, treatment of arthritis, alcoholism, consumer protection, cooking, keeping fit, yoga, E.S.P., and astrology.

The voluntary agencies surveyed reported a total of 2,418 courses and 52,595 participants for an average of 21.8 participants per course. The largest category of courses was health and safety with 31,300 participants, with the bulk of this accounted for by the St.John Ambulance Society (TABLE V). The fees charged to the participants ranged from $5 for an eight session course to $57 for twenty sessions while the total amount collected in fees by the 35 voluntary agencies was almost one million dollars.

The voluntary agencies contacted represent only a small percentage of the total number of similar organizations in the province. Nevertheless, it seems likely that the volume of adult education provided would approach that of the public educational institutions engaged in adult education and would exceed it in terms of the range of interests served.

TABLE V

NUMBER OF COURSES AND PARTICIPANTS IN THIRTY-FIVE VOLUNTARY AGENCIES

Type of Agency	No. of Agencies	Courses No.	%	Participants No.	%
Family life	5	128	5.3	3,825	7.3
Health and safety	8	1,436	59.4	31,300	59.5
Counselling	8	310	12.8	6,640	12.6
Ethnic and Special Interest Groups	7	27	1.1	1,800	3.4
Other	7	517	21.4	9,030	17.2
Total	35	2,418	100.0	52,595	100.0

Proprietary Schools

Proprietary schools are private institutions operated as business enterprises marketing educational programs to the public. There are 45 such schools listed in the yellow pages of the telephone directory for Greater Vancouver and 25 were contacted. They reported a total of 7,038 adult participants in courses during 1971.

Each proprietary school tends to offer programs in a specific subject area rather than providing a range of program types as do other institutions offering adult education services. Thus, a proprietary school may specialize in teaching languages, ballroom dancing, sailing, hairdressing, service station attendants, modeling, floral design, key-punch operating, or accounting. Their programs may involve correspondence study, part-time activities with attendance at a series of weekly sessions, or full-time involvement over a period of months.

Because the proprietary schools exist in order to return a profit to the owners, they tend to be much more flexible and ingenious in determining their fee structures than are other institutions offering educational programs for adults.

- a business school charges a flat tuition fee ranging from $60 to $75 per month.
- a language school sets a term fee of $50 for one lesson and $75 for two lessons per week.
- another language school charges $8.50 per hour for individual instruction but charges $4.50 per person if two participate and $3.00 per person if four students take a lesson together.
- a sailing school charges $60 for a four week course.
- a modeling school charges $2.90 per person for an hour of group instruction.

Cultural Institutions

Cultural institutions such as libraries, museums, and art galleries are established to preserve and enrich the cultural life of the community and they provide structured learning situations for adult self-education. Many cultural institutions also provide a range of part-time adult education programs.

Each year the art gallery and the museum in Vancouver both train between 30 and 50 volunteer docents who conduct tours of the facilities. In addition, the aquarium prepares some 50 docents annually. These training programs range from three to eight weeks in length and are supported by the institutions themselves. The great majority of adult education activities of cultural institutions, however, are directed to the general public rather than for preparation of their own staff.

The museum offers a number of educational programs for adults with fees ranging from $3.00 for a lecture series to $10.00 for a six-hour workshop. Archeological tours costing about $150.00 are also organized. Approximately 11,000 adults participated in the educational events offered by the museum in the Vancouver area in the past year at a total cost to the participants of some $50,000.

The art gallery provides lectures and workshops that are frequently offered to coincide with gallery displays. A noon-hour program in music, poetry, and theatre has attracted some 30,000 in the past year while a series of "art for everyone" lectures had an attendance of more than 42,000. Combined with other lectures and workshops, more than 86,000 adults have participated in the educa-

tional activities of public art galleries in the Vancouver area in the past year, and this does not include general paid admissions.

The Vancouver Public Library does not budget funds for adult education purposes although it does provide facilities and information services for other organizations to conduct programs in the library. As the library charges no fee for its facilities and services, the sponsoring organizations are expected to offer their programs free to the public. More than 35,000 adults have attended educational events in the library in the past year but these are probably counted in the programs of the sponsoring organizations.

Professional Associations

Professional associations conduct a variety of continuing education programs as a service to their members. Fourteen professional associations with offices in British Columbia were contacted and together they reported a total of 106 courses or other educational programs with 6,450 participants.

The real estate profession has a highly developed educational program for realtors with more than 1,100 participants in ten programs held during 1972. These programs were subsidized in part by the professional association and the participants paid fees ranging from $5.00 for special lectures to $120 for a five-day program.

Credit unions also conduct systematic training for staff and board members. In 1972, thirteen programs were offered of which nine were seminars lasting three or more days, three were conducted

by correspondence, and one was an orientation program for new board members. Some 632 persons participated in credit union educational programs during 1972 at fees ranging from $5.00 to $65.00.

In addition to the programs offered for teachers by the universities in the province, the British Columbia Teachers' Federation conducts some in-service training for its members. Some 250 teachers participated in two to three week short courses in the summer of 1972. Professional development days featuring lectures and workshops are held throughout the province and some $150,000 is budgeted by the association for these programs. School trustees are also offered educational programs through their association. Six regional workshops dealing with such topics as collective bargaining, public relations, and leadership development were held and some 125 trustees participated in these three-day residential programs.

Professional associations concerned with the hospitality industry, construction trades, and resource industries usually request public educational institutions to offer special educational programs for their members, and such programs may be subsidized by Canada Manpower. Some professional groups such as lawyers and engineers obtain continuing education through a university extension department, while others such as the Registered Nurses Association of B.C., operate extensive programs on their own.

THE NATURE OF PARTICIPATION IN ADULT EDUCATION

Participation in adult education occurs at varying rates in different segments of the adult population. Over the past decade, some 60 studies have been conducted at the university of British

Columbia that have attempted to discover the nature of participation in adult education. This does not provide a complete explanation or even a full description of the phenomenon, but it does offer some clues as to who does and does not participate, the reasons for participation, the commitment of individuals to adult education over a period of time, and the learning needs that are not being met by institutions providing programs.

Personal Characteristics

Participation in adult education appears to be related to age with younger adults participating more than older adults. The rate of participation is highest in the late twenties and the thirties and declines gradually thereafter. Age does not seem to be a causal factor of participation but may instead reflect the differing educational needs of adults at different ages. In early adulthood, career goals seems to predominate which stimulates a need for active involvement in vocational, technical, and academic courses that would speed occupational advancement. In later years, educational needs shift to general interest, hobby, and non-credit programs. Few courses are designed specifically for older adults, whose educational needs are not generally in concert with those of younger adults, so their participation tends to be quite limited.

In British Columbia, it would appear that more women than men participate in adult education but this may be a function of the kinds of programs offered. Women tend to predominate in liberal arts and general interest programs whereas men are more likely to participate in vocational and career-related educational activities.

Marital status does not seem to affect participation although some programs are tailored to meet the needs of adults with specified marital status characteristics. Thus, programs are offered for single mothers, persons seeking a divorce, or housewives attempting to reduce their food costs. Some institutions attempt to encourage participation by married couples by offering a reduced fee if both the husband and wife participate. The presence of children in the home does not seem to limit participation as several studies have noted that participants in adult education tend to have more children than non-participants. The presence of children who are actively engaged in learning may stimulate parents to learn also.

Socio-Economic Characteristics

The variables of education, occupation, and income are generally considered to constitute an adult's socio-economic status and all three factors are related to participation in adult education. In general, those who rank higher in each of those characteristics tend to be more active consumers of adult education which helps to widen rather than reduce the gap between groups with higher and lower socio-economic status.

An almost universal finding in studies of participation is that participants have a higher level of formal education than non-participants. Adults who have less than an eighth grade education rarely participate whereas a higher percentage of university graduates seek further education. In publicly supported institutions, adults tend to return to the level of institution with which they were most recently in contact. Thus, persons with a high

school education might participate in a public school adult education program but not in a university extension course, whereas participants in university extension programs tend to have at least some previous attendance at a university.

Participation in adult education programs appears to increase as occupational status increases, and different types of programs attract people in different occupations. Public school adult education courses enroll a large number of housewives and lesser numbers of unskilled or semi-skilled workers whereas university extension classes draw people in proprietary and managerial occupations and the professions. In rural areas of the province, non-farm residents are more likely than farmers to participate in adult education but the involvement of both groups is primarily in programs related to their occupations.

Since educational background and occupation combine to produce income, it is not surprising that the level of income is related to participation in adult education. Several studies have noted that the income of participants in adult education is above the median for the total population.

Residence Factors

The place, location, and length of residence appears to influence participation in educational activities. The rate of participation tends to be lower in rural than in urban areas, but this may be due more to a difference in the number of opportunities made available than to any inherent difference between rural and urban residents. In remote areas of the province,for example, correspondence programs may be the only method of study available. A few college and

university extension departments are beginning to provide self-study packages so that isolated adults have an opportunity to participate in guided learning activities.

Several studies in both rural and urban settings have found that participation in institutional adult education courses decreases with distance from the centre in which programs are offered. Moreover, the distance that adults will travel in order to attend classes seems to vary with the institution and the program offered. The median distance travelled was found to be three to four miles for night school courses in Vancouver while attendance at university extension classes involved a distance of six to ten miles. Participants in professional and technical university extension courses travelled a significantly greater distance than did those in arts and science courses.

A number of studies have found that adults who had lived in the same community for a longer period were more active participants in adult education than the relative newcomers. This suggests that adult education programs have not played any significant role in facilitating the adjustment and assimilation of new members in British Columbia communities. The failure may not be too crucial with respect to English-speaking people who have resided elsewhere in Canada, but it is serious for immigrants who do not speak English. A few experimental programs have been conducted recently for older immigrants to help them gain some fluency in the English language which they had not acquired even after living in the province for many years.

Attitudes

The attitudes of participants and non-participants in adult education are not well known even though such factors may have considerably greater influence on participation than the relatively static variables discussed above. One study conducted with an Indian population concluded that participants as opposed to non-participants saw fewer obstacles to the realization of goals and were more active in pursuing them. In another study it was found that adults who were satisfied with their level of occupational skill participated less than those who were not satisfied with their skills.

In a rural area, participants in adult education had a more favorable attitude toward change than did non-participants. This can be anticipated since participation in adult education implies that an individual is willing to change and seeks to do so by making contact with an institution that would help him to change. An adult who is less willing to change, however, would probably not respond to any institution offering to facilitate change so that different, non-institutional approaches might be necessary to encourage participation by those resistant to change.

Another attitudinal characteristic that seems to be related to participation is alienation. Those who indicate a greater degree of alienation are less apt to participate in adult education. This probably occurs because the alienated individual feels that he is powerless to control the events in his life and his relationships with others even though further learning might help him to obtain such control. The cycle of high alienation, low

education, low employability, and low income is therefore extremely difficult to disrupt since the attitude may prevent the adult from making an effort to upgrade himself. Those who are less alienated, however, are more likely to feel that they can control their lives and may use adult education as a means of personal growth and occupational advancement.

Attendance and Dropout

Not every adult who enrols in an adult education program will complete it. People drop out for a variety of reasons including personal problems, dissatisfaction with the instruction given, or attainment of their goals prior to the end of the program. Although not much is known about the patterns of attendance and the dropout rate in adult education in British Columbia, the available data are not especially encouraging.

In two studies of attendance patterns in public adult night school classes, the overall dropout rate was approximately 30 percent. Peak attendance is usually reached at the third session and a gradual decline sets in thereafter. Some courses have different patterns than others; academic courses lose approximately 60 percent of those enrolled by the end of the course but general interest classes tend to maintain attendance at a higher level. The longer the course, the lower the attendance so that fewer than half of the original group of participants may be present at the conclusion of a program lasting more than thirty sessions. People who discontinue attendance in public adult night school classes tend to have characteristics more like those of non-participants than those of participants.

Information about attendance patterns and dropouts suggests that adult education programs should be developed to meet learning needs that are perceived as relevant and useful to the participants. Moreover, the activities should not be structured to require attendance over a long period. It would be better, for example, to offer three separate but related programs each lasting for ten sessions than to provide one thirty-session course. The educational processes used should not be those used in pre-adult education, rather, they should be tailored to suit the nature of the adult learner so that the relevance and usefulness of the content material can be established.

Learning Needs

An adult's need for learning continues throughout life and covers a wide range of interests which are not always met by the institutions now providing adult education services. The needs and the opportunities for learning are by no means perfectly matched, but when a need is identified an institution or agency may step in and attempt to provide an educational activity to meet that need. Unfortunately, this process is not achieved systematically so that some learning needs remain unmet while others are served by several organizations.

Studies of adult learning needs suggest that emphasis should be on the solution of practical problems and difficulties encountered by adults. Rural men express an interest in educational programs dealing with mechanical repairs, agriculture, welding, electrical work, and carpentry. Urban women in a lower socio-economic group,

however, were concerned with such subjects as nutrition, home management, citizenship, family relationships and employment. Participants in a public adult night school program wanted concise information about educational requirements and about occupations while members of a labour union wanted specific programs related to the role and function of the union rather than general interest types of educational activities.

For the most part, there is little coordination among institutions offering adult education programs in the identification of learning needs and in the design of educational programs to meet specific needs. In some cases new agencies will arise to meet a perceived learning need or it may become an added service of an existing institution, however, many learning needs remain unmet by any organization so that adults are forced to rely on self-education.

IV

PROSPECT

The need for learning is continuous throughout life although it has not always been acknowledged or supported beyond the pre-adult years. Many agencies in society offer programs designed to meet the learning needs of adults and the total number of participants in adult education, when all sources are added up, probably exceeds the total adult population of the province. In addition to the numerous adult education activities revealed in this report, other opportunities are doubtless available but could not be identified and described here. Adult education in British Columbia, therefore, is a much more pervasive activity than it is generally thought to be. Because it is fragmented, however, adult education has yet to receive the widespread public recognition and support that it warrants.

The initial steps toward public recognition of the concept of lifelong learning and the subsequent provision of additional educational opportunities for adults probably must come from the provincial government through a strong statement of support and the commitment of resources. This was advocated in British Columbia more than thirty years ago when the Public Library Commission published *A Preliminary Study of Adult Education in British Columbia, 1941*. After surveying a wide variety of adult education programs in the province at the request of the then Minister of Education, George M. Weir, the Commission's major conclusion was:

> The essential requirement for any successful program of Adult Education for British Columbia is a Directing, Controlling, Coordinating, Unifying, Centralized Authority. That Authority should be within the Provincial Department of Education.

The Commission suggested that legislation be enacted to establish, maintain, and operate a division of the Department of Education concerned solely with adult education and that a Director of Adult Education be appointed and a Council of Adult Education formed to determine policy in cooperation with the Director. The Council would have authority in six areas: planning a complete adult education program for the province, appointing necessary personnel, advising and assisting other agencies, setting standards, operating agencies for the distribution of materials, and effecting the coordination of all agencies engaged in adult education.

Although the recommendations of the Commission were never acted upon, they appear to be valid to-day. Even those few suggestions if adopted, would provide a great impetus to meeting adult learning needs. Conditions within the province have changed radically since 1941 so that additional steps would be necessary to facilitate the development of adult education in the future.

Recent reports produced in other Canadian provinces and elsewhere have initiated a process that will eventually lead to a restructuring of educational systems so that they will deal more effectively with the learning needs of adults. The provinces of Ontario, Saskatchewan, and Alberta have recently completed studies that are relevant to the education of adults. In addition, the Canadian Association for Adult Education published *A White Paper*

on the Education of Adults in Canada in 1964 and UNESCO has recently released a report titled *Learning to Be*. All of these documents have taken the concept of lifelong learning as a central theme, and their recommendations are designed to foster and extend that concept.

The reports include repeated references to terms such as universal accessibility, transferability, coordination, equity, openness, flexibility, diversity, and adaptability. The UNESCO report indicates that access to different types of education should depend only on an individual's knowledge, capacities, and aptitudes and not on conditions resulting from previous study or employment. Moreover, educational systems should be open so that learners can move both horizontally and vertically, thus widening the range of choice. The C.A.A.E. White Paper states that access by adults to opportunities for learning is not a privilege, but a right.

The principles espoused by UNESCO and C.A.A.E. have been integrated into the three provincial reports, with Ontario focusing on post-secondary education, Saskatchewan on community colleges, and Alberta on educational planning for the province as a whole. Saskatchewan recommends the removal of geographic and financial barriers to participation, thus making community college educational programs available to all adults. Ontario suggests that education be integrated within the general cultural activities of the community, while Alberta seeks flexibility with respect to decisions about educational institutions, types of programs, lengths of courses, and admission standards. The three provincial reports recommend a variety of measures to achieve those ends, including the provision

of educational leave for any employee, provincial grants for residents to pursue educational or cultural activities, and the increased use of mass media to disseminate information and broadcast educational programs.

While these few excerpts are insufficient to capture the full thrust of recent statements related to the provision of education for adults, they do indicate that current opinion strongly advocates the extension of educational opportunities to the total population to a much greater extent than has occurred in the past. As continuing education expands and becomes more systematized, it will no longer be necessary for schools to attempt to meet anticipated life-long learning needs in a few brief years. Education in the pre-adult years could be modified to include the concept of continuous learning which would free the school system to better serve the learning needs that accompany the early stages of human development, while the responsibility for continuous learning would be shared with other agencies in society.